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A Survey of Civilian Employee Attitudes

David R. Hunter
U.S. Army Research Institute

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A Survey of Civilian Employee Attitudes

David R. Hunter
U.S. Army Research Institute

ARI Aviation R&D Activity at Fort Rucker, Alabama
Charles A. Gainer, Chief

Systems Research Laboratory
Robin L. Keesee, Director

U.S. Army Research Institute for the Behavioral and Social Sciences
5001 Eisenhower Avenue, Alexandria, Virginia 22333-5600

Office, Deputy Chief of Staff for Personnel
Department of the Army

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FOREWORD

Recent studies such as the President's Blue Ribbon Commission on Defense Management have highlighted the need for improvements in the Federal civilian workforce. Personnel demonstration projects, authorized under public law, are a means for implementing novel approaches to personnel management that may achieve those improvements. One such project currently under consideration is the Gateway 2000 Personnel Demonstration Project which will implement and evaluate major changes to the personnel management systems of the U.S. Army Aviation Systems Command (AVSCOM) and U.S. Army Troop Support Command (TROSCOM). Located in St. Louis, Missouri, these two commands have 5,000 employees who will be affected by the project over a 5-year period. This research was performed by the AVSCOM Element of the Fort Rucker, Alabama, Aviation R&D Activity. This element is located with AVSCOM. This work was accomplished as part of the Memorandum of Agreement (MOA) between ARI and AVSCOM entitled "Establishment of Technical Coordination Between ARI and AVSCOM."

Surveys of the civilian workforce provide the project designers with essential information. Survey results can be used diagnostically to identify needed areas of change and also in the development of interventions by showing what employees value and want from their jobs. In addition, surveys provide a means of evaluating the impact of interventions by comparing pre- and postintervention attitudes of employees.

This report describes the initial survey conducted in support of the Gateway 2000 project. The results from this survey have been used to determine, in part, where problems exist in the personnel management system and to formulate the interventions that will be evaluated in the project. In addition, these results were presented to the Commanding General of AVSCOM, TROSCOM Office of Personnel Management, and AVSCOM Civilian Personnel Office on 12 August 1988 and 24 September 1988. Both MG Stephenson, Commanding General, AVSCOM, and MG Skeen, Commanding General, TROSCOM, approved the results and confirmed the value of the work. The survey will be repeated periodically throughout the life of the Gateway 2000 project as part of the evaluation process.

Because the problems of civilian personnel management are not peculiar to the two commands involved in the current study, this instrument may also be used by other organizations to assess civilian employee attitudes and identify avenues of improvement.



EDGAR M. JOHNSON
Technical Director

A SURVEY OF CIVILIAN EMPLOYEE ATTITUDES

EXECUTIVE SUMMARY

Requirement:

This report summarizes the findings of a questionnaire survey of civilian personnel employed by the U.S. Army Aviation Systems Command (AVSCOM) and U.S. Army Troop Support Command (TROSCOM) at the St. Louis, Missouri, Federal Center. The survey was conducted by the AVSCOM Element of the U.S. Army Research Institute for the Behavioral and Social Sciences (ARI) at the request of the AVSCOM and TROSCOM commanders to support the development of a comprehensive civilian personnel management demonstration project (Gateway 2000) undertaken by the AVSCOM-TROSCOM civilian personnel office under the guidance of the Office of Personnel Management (OPM).

Procedure:

A questionnaire was developed from instruments used in previous civilian personnel demonstration projects and Army-wide surveys of civilian personnel, from materials provided by OPM, and from the literature on organizational culture and climate. The questionnaire assessed employee opinions in the following areas:

- Background information
- Work climate
- Organizational commitment
- Performance and consequences
- Affirmative action and equal employment opportunity
- Performance appraisals
- Training and development
- Supervision
- Intrinsic and extrinsic motivation
- Physical work environment

The questionnaire was distributed to a sample of approximately 1,900 randomly selected AVSCOM and TROSCOM employees. Of the 1,900 questionnaires distributed, 1,050 (55.3%) were returned. Analyses were conducted on the individual items comprising the questionnaire and on scales defined by the OPM.

Findings:

This report provides the percentages of the total sample responding to each alternative for the items comprising the questionnaire. In addition, scores derived from scales provided by the Office of Personnel Management are also presented. For the most part the results are self-evident and only limited narrative descriptions or explanations of the results are provided.

Analyses of the individual items and of the OPM scales revealed areas of significant employee dissatisfaction--particularly with regard to pay and rewards for performance. Of the 22 OPM scales, 11 were generally favorable, while 10 were generally unfavorable. These results confirmed some expectations regarding needed changes in the personnel management system and identified additional areas that should be addressed in a comprehensive demonstration project.

Utilization of Findings:

While the demographic characteristics of the sample are close to those of the employee population, caution is always needed in interpreting survey results, since differential response rates can bias results and produce an inaccurate representation of employee attitudes.

A SURVEY OF CIVILIAN EMPLOYEE ATTITUDES

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A SURVEY OF CIVILIAN EMPLOYEE ATTITUDES

INTRODUCTION

In response to the findings of the President's Blue Ribbon Commission on Defense Management (Packard Commission) (Packard, 1986), and as authorized under Title VI of the Civil Service Reform Act of 1978, a civilian personnel demonstration project has been proposed for implementation by the United States Army Aviation Systems Command (AVSCOM) and the United States Army Troop Support Command (TROSCOM). This project (titled Gateway 2000) would affect the approximately 5,000 employees of AVSCOM and TROSCOM located at the Federal Center, 4300 Goodfellow Boulevard, St. Louis, Missouri.

The Gateway 2000 Project will introduce several major modifications to existing personnel management practices in the areas of classification and compensation, performance appraisal, employee recognition and development, and training. These changes were originally proposed in response to problems identified by the Packard Commission (such as micromanagement, lack of adequate training, and lack of a direct link between awards and performance) and the impressions of local management regarding problem areas. However, confirmation of these problematic areas through a formal organizational diagnosis was required by the Office of Personnel Management before development of a coherent set of interventions could be undertaken.

A survey approach was proposed as offering the most effective means for assessing representative employee and manager attitudes which would be indicative of underlying problems (Harrison, 1987). In addition to providing initial diagnostic information, a survey could also be used as part of the later evaluation process to assess the effectiveness of the project interventions. This report describes the initial survey conducted to provide diagnostic information for use in the project planning phase.

APPROACH

An anonymous questionnaire survey was developed using standard questionnaire formats and techniques (Dyer, Matthews, Wright, & Yudowitch, 1976). This questionnaire was derived from instruments used in previous civilian personnel demonstration projects (US Navy China Lake Project) and the Army-wide surveys of civilian personnel (US Army, 1985), from materials provided by the Office of Personnel Management (B. W. Schay, personal communication, May 13, 1987), and from the current literature on organizational culture and climate (e.g., Deal & Kennedy, 1982; Schein, 1985). Table 1 describes the general content areas of the questionnaire and the number of items in each area.

Table 1

Questionnaire Content

Content Area	Number of Questions
Background Information	22
Work Climate	17
Organizational Commitment	11
Performance and Consequences	22
Affirmative Action and Equal Employment Opportunity	5
Performance Appraisals	19
Training and Development	8
Supervision	21
Intrinsic and Extrinsic Motivation	18
Physical Work Environment	14

The questionnaire was distributed to a sample of 1,900 employees (stratified on employing command) randomly selected from rosters provided by the civilian personnel office. Of the 1,900 questionnaires distributed, 1,050 (55.3%) were returned. Of that number, 712 (69%) were from AVSCOM, 305 (29%) were from TROSCOM, and 32 (3%) identified themselves as being from some other command. As these proportional return rates correspond closely to the population proportions, no weighting of responses was required.

Each item was analyzed separately to determine the proportion of the sample choosing each response. These data are provided in Appendixes A and B. In addition, certain of the items were combined according to scale definitions provided by the Office of Personnel Management (OPM). The questionnaire items constituting those scales and the response percentages are given in Appendix C.

RESULTS

Employee Background Characteristics

Examination of the responses to the demographic questions contained in Appendix A reveals a workforce that is mature (60% over 40 years of age; 25% eligible to retire within the next 5 years), relatively well educated (42% have at least a Bachelor's degree), and very experienced (43% have been in the civil service 15 or more years). In addition, the workforce is stable, at least with respect to their employing commands (39% have worked for the same command, though perhaps not in the same office, for 11 or more years). A relatively high level of within-command movement is indicated by the 71% of the workforce who have worked for their present supervisor for 2 years or less, and by the 52% of the workforce who have been in their present grade for 2 years or less.

Analysis of Individual Questionnaire Items

The individual items which comprised the questionnaire have been grouped in Appendix B into the categories given in Table 1. For the most part the overall results are captured by the OPM scales to be described later. However, inspection of individual items can be informative and may provide insights into particular aspects of the employees' attitudes that are not adequately described by the OPM scales. For example, none of the OPM scales specifically address instances of discrimination, but one of the questionnaire items asks that question directly (19% believe they have been discriminated against). In addition, none of the OPM scales deal with training issues. However, the one item which had the highest degree of agreement dealt with training of supervisors, and it is upon this item and others dealing with training that much of the training intervention for the Gateway 2000 program is based.

Thus, while this report will not attempt to individually review and interpret each item comprising the survey, the interested reader is invited to review Appendix B to find those items dealing with aspects of particular interest. Two cautions must be kept in mind when reviewing the responses to the items, however. First, seemingly minor changes to the wording of an item may substantially change the responses to that item. For example, the fourth item in the category of Work Climate states "Employees here feel you can't trust this organization." The word "organization" is open to varying interpretations by the respondents, but generally is assumed to be something near the command level, as opposed to the more proximal work group. A quite different set of responses might have been obtained had the item asked about trust of first-line supervisors, or some other particular person with whom the respondents were familiar. The reader is therefore cautioned not to overgeneralize the results and infer attitudes not specifically addressed in the questions.

The second caution is perhaps best summarized by the phrase "beauty is in the eye of the beholder." In the example cited earlier on discrimination, in addition to the 19% of the workforce who believed they had been discriminated against, 66% believed they had not (15% were undecided). The interpretation of that item and the importance placed upon the response proportions are largely subjective. Whether to be satisfied that 66% of the workforce have encountered no discrimination or dissatisfied because 19% report such discrimination is a matter of personal judgement. Individuals may therefore interpret the same data quite differently.

Office of Personnel Management Core Survey Scales

In order to facilitate comparisons of differing governmental organizations, a set of core items common to most of the organizational surveys conducted using the Federal workforce was included in this survey. As noted above, these core items were combined into scales according to definitions provided by OPM.

Figures 1 - 6 summarize the employee responses to the OPM scales. The scores for the Favorable and Unfavorable categories were formed by summing the two item responses (either Strongly Agree + Agree or Strongly Disagree + Disagree) which indicated a favorable or unfavorable response. Usually, the items were positively worded so that the Favorable score equaled the sum of the Strongly Agree and Agree responses, while the Unfavorable score equaled the sum of the Strongly Disagree and Disagree responses. Some items were negatively worded, however, so that the scoring procedures was reversed. The reversed items are indicated by a "R" in Tables 1-22 of Appendix C.

Employee responses to 11 out of the 22 scales were favorable and responses to 10 of the scales were unfavorable. There was one tie. For the most part, employees responded favorably with respect to their jobs and how they fit into the organization. The unfavorable responses were for those scales dealing with pay or rewards for performance.

Figure 1. OPM survey scales: job satisfaction, turnover intent, locking in, and organizational involvement.

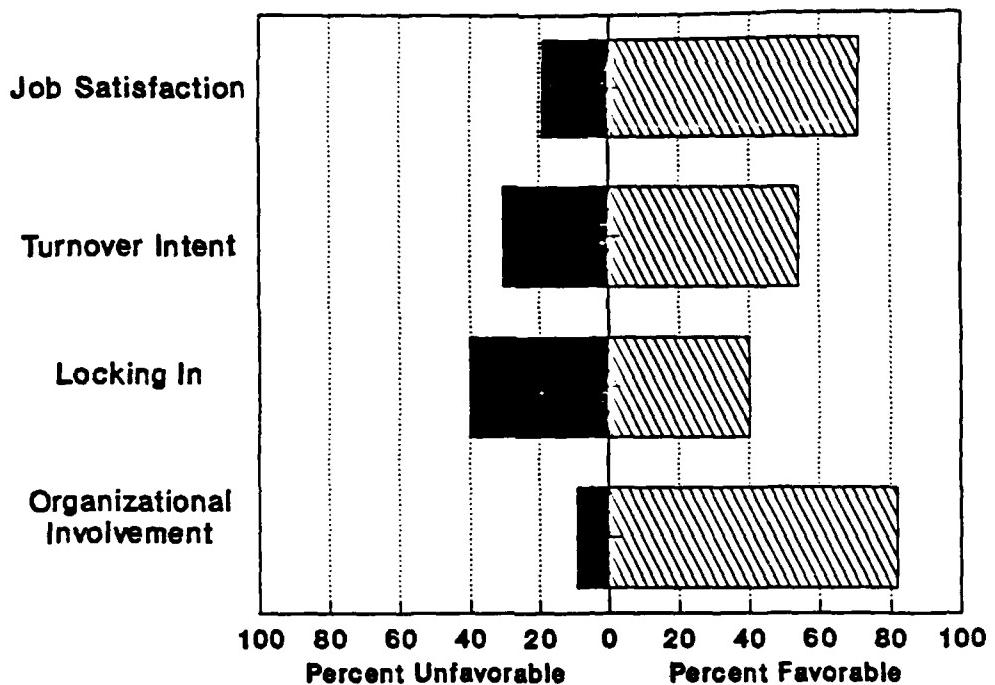


Figure 2. OPM survey scales: expectancy, promotion satisfaction, organizational influence and control over work

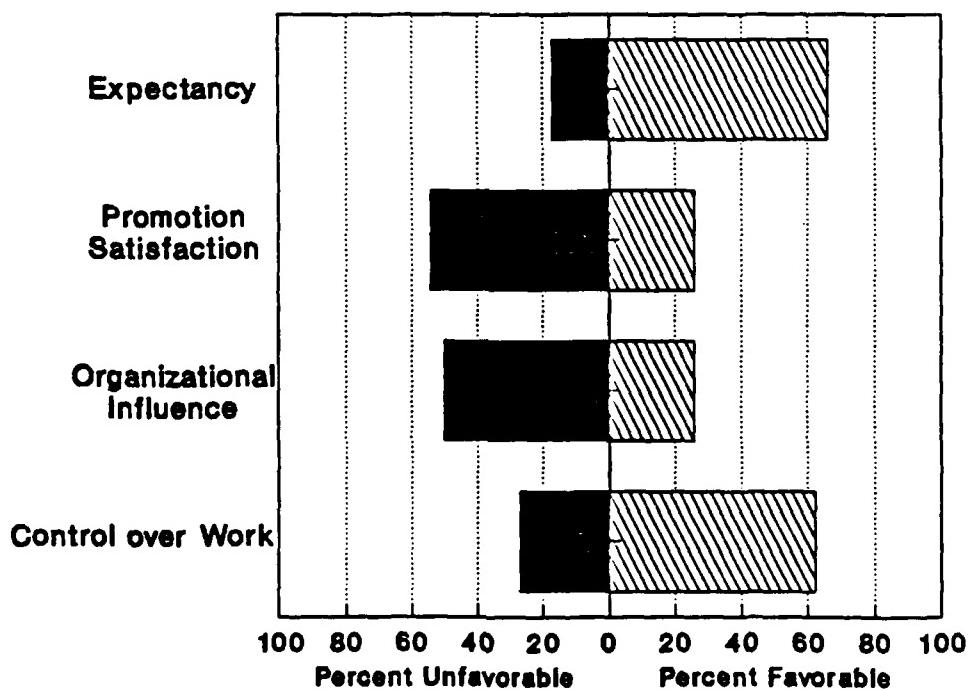


Figure 3. OPM survey scales: organizational climate, production orientation, participation & general supervision

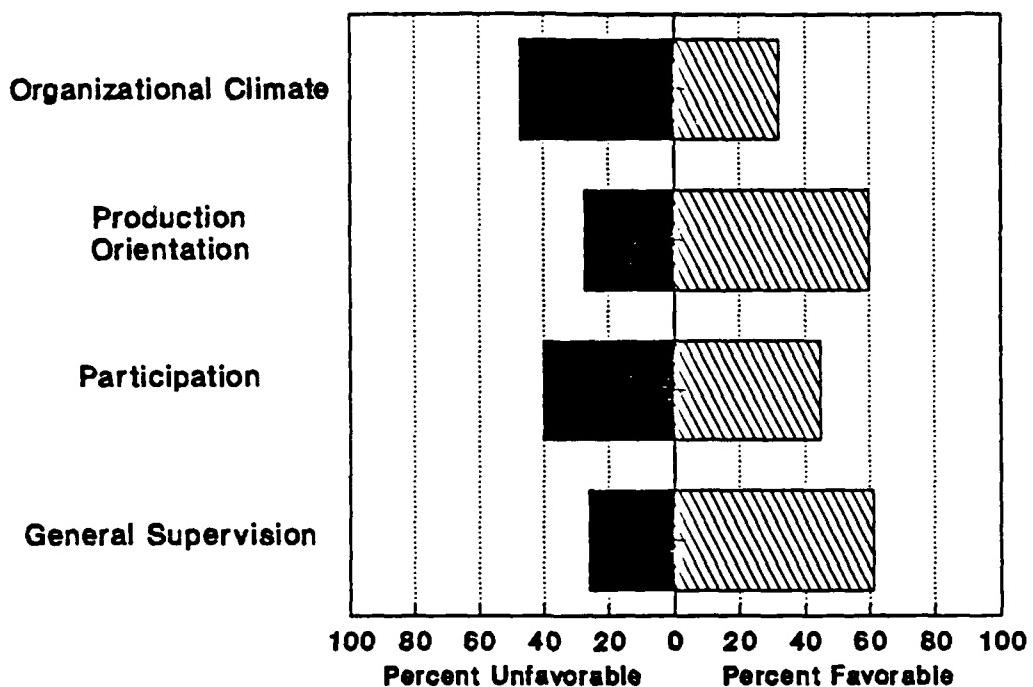


Figure 4. OPM survey scales: performance appraisal satisfaction, reconsideration, supervisory authority & pay satisfaction.

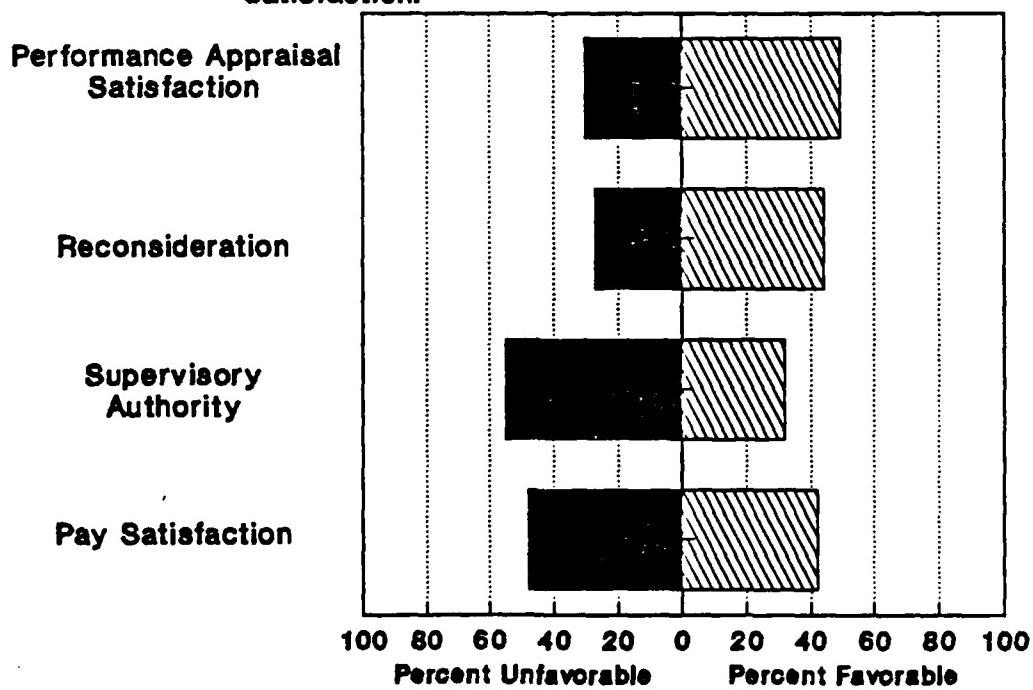


Figure 5. OPM survey scales: internal equity, external equity, pay administration satisfaction & pay-performance linkage

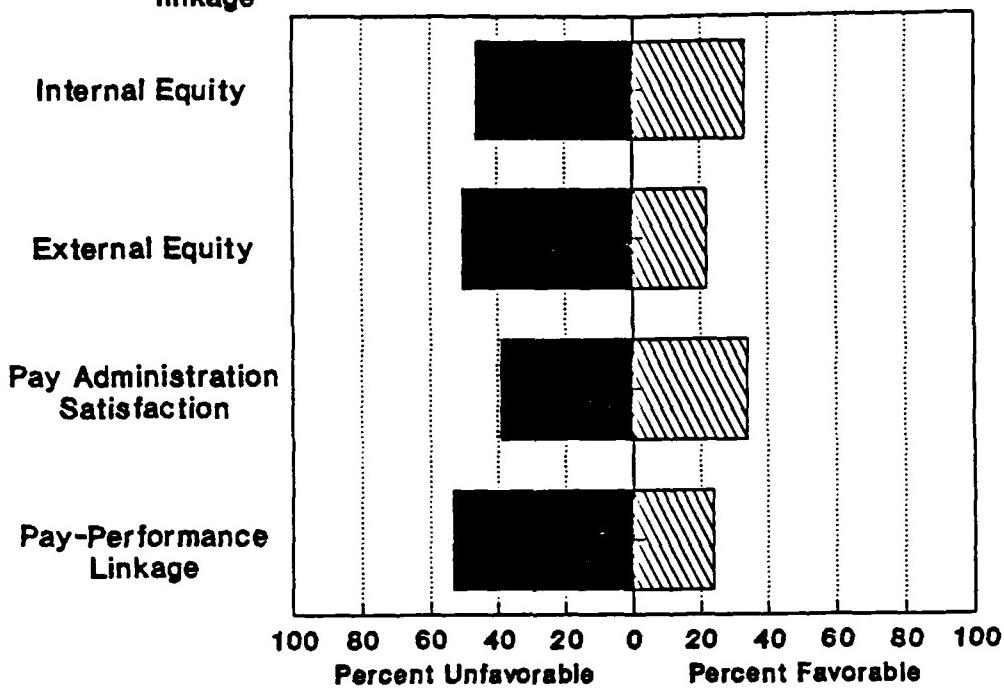
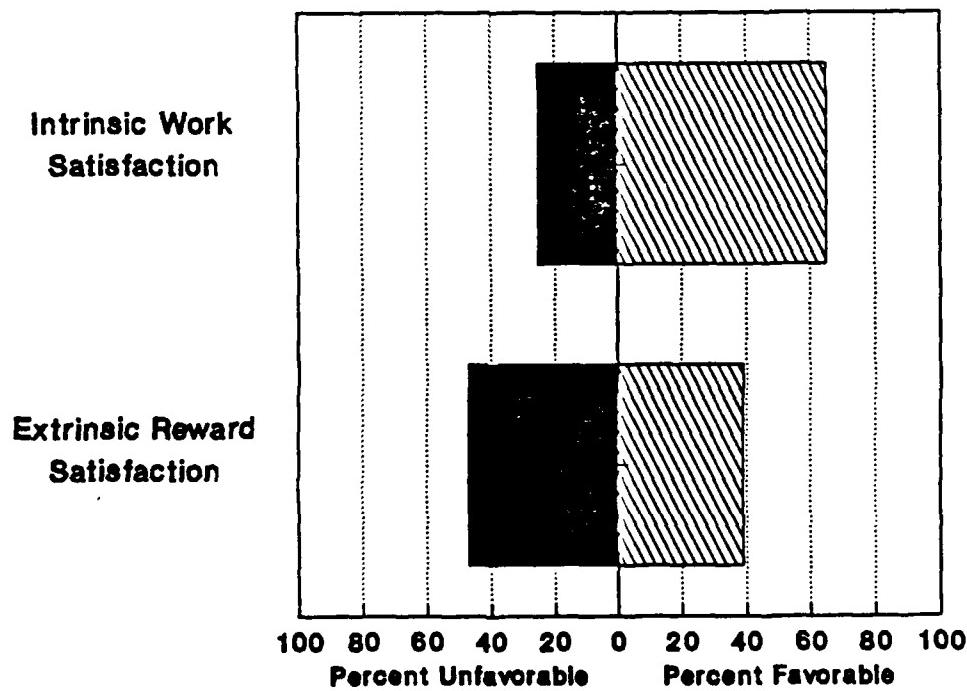


Figure 6. OPM survey scales: intrinsic work satisfaction, extrinsic reward satisfaction



CONCLUSIONS AND RECOMMENDATIONS

Based upon the return rate and the demographic characteristics of the sample compared to the population, it is believed that this survey provides valid information regarding the opinions and attitudes of the AVSCOM and TROSCOM employees at the Federal Center in St. Louis, Missouri.

The survey results generally support the a priori perceptions of management and the problems highlighted by the Packard Commission. The workers do not perceive a direct linkage between their performance and subsequent rewards (pay or bonuses). Further, they believe that their compensation is inequitable both with regard to similar workers outside the Federal government and with respect to the personal effort they put forth in performing their jobs. Supervisors regard their authority to exercise control over personnel management as inadequate, and there is a pervasive opinion that supervisors should receive more and earlier training in the conduct of supervisory duties.

Although there is substantial dissatisfaction with many aspects of the pay and reward system, much more favorable results were obtained in other areas. Workers generally reported a high degree of satisfaction with their jobs and identified strongly with their organizations. Even though there was general agreement on the need for more supervisor training, the overall attitudes toward supervisors was favorable, despite a somewhat unfavorable attitude toward the organizational climate. Workers reported a substantial degree of control over their work and, for the most part, do not express an intent to leave the organization.

Although not addressed in this initial diagnostic survey, the possible influence of demographic factors (such as age and length of federal service) on employee responses to such items as turnover intent limit the interpretability of the results. As noted in the analysis of the employee background information, this is a relatively older workforce and hence may be less inclined to leave the government or even to seek employment with a government agency outside the local area. During the course of the project evaluation, questions such as these will be addressed.

It is recommended that this questionnaire be incorporated into the evaluation component of the Gateway 2000 demonstration project and administered periodically throughout the project to assess changes in employee attitudes which may arise as a result of the program interventions. In addition, the questionnaire should also be administered at an equivalent control site which will be unaffected by the Gateway 2000 interventions. In combination, these data will provide a reliable means of assessing the impact of the Gateway 2000 project interventions.

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Appendix A
Employee Background Information

Sex	Percent
Male	51
Female	49
Age	Percent
Under 20	1
20 to 24	2
25 to 29	9
30 to 39	28
40 to 49	28
50 to 54	16
55 to 59	10
60 to 64	4
65 to 69	1
70 or More	1
Ethnic Identification	Percent
American Indian	1
Asian or Pacific Islander	1
Black	18
White	78
Other	2
Hispanic/Non-Hispanic Origin	Percent
Hispanic	2
Non-Hispanic	98

Highest educational level completed	Percent
Some high school	1
High School or GED	14
High School plus technical training	7
Some College	28
2-year Associate Degree	8
Bachelor's degree	20
Some graduate school	9
Master's Degree	12
Doctorate	1

Pay category	Percent
GS	88
GM	11
SES	1

Pay Grade	Percent		Percent
GS/GM-02	1	GS/GM-09	9
GS/GM-03	3	GS/GM-10	0
GS/GM-04	5	GS/GM-11	15
GS/GM-05	11	GS/GM-12	22
GS/GM-06	4	GS/GM-13	10
GS/GM-07	8	GS/GM-14	5
GS/GM-08	0	GS/GM-15	2

Type of appointment	Percent
Temporary/Term	3
Career Conditional	16
Career	79
Other	2
Length of Time in present grade	Percent
Less than 1 year	25
1 to 2 years	27
3 to 5 years	30
6 to 10 years	11
11 to 17 years	4
18 years or more	3
General work category	Percent
Scientist, engineer or other professional	19
Administration	18
Technician	9
Specialist	35
Clerical	16
Years of Federal service (excluding military)	Percent
Less than 1 year	4
1 to 4 years	15
5 to 9 years	21
10 to 14 years	16
15 to 29 years	37
30 years or more	6

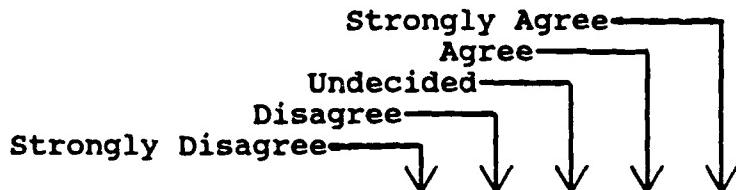
Years of private sector employment	Percent
None	13
Less than 1 year	10
1 to 3 years	25
4 to 5 years	14
6 to 10 years	17
11 or more years	22
Employer	Percent
AVSCOM	69
TROSCOM	29
Other	3
Length of time with AVSCOM, TROSCOM, or predecessor commands.	Percent
Less than 1 year	6
1 to 2 years	13
3 to 5 years	18
6 to 8 years	18
9 to 10 years	5
11 to 15 years	11
More than 15 years	28

Employing Directorate or Office	Percent
Maintenance	13
Readiness	6
Product Assurance	5
Procurement & Production	15
Materiel Management	20
Other	41
Time working for present supervisor	Percent
Less than 1 year	38
1 to 2 years	33
3 to 5 years	23
6 to 8 years	3
More than 8 years	3
Length of time since last written performance appraisal	Percent
Less than 6 months	36
6 months to a year	38
1 to 2 years	16
2 years or more	4
Never received one	5
Last performance rating	Percent
Exceptional	30
Highly Successful	34
Fully Successful	30
Minimally satisfactory/marginal	1
Unsatisfactory	0
Never received a rating	5

Length of time officially designated a supervisor or manager	Percent
Not Applicable - Not supervisor/manager	80
Less than 1 year	4
1 to 2 years	5
3 to 5 years	5
6 to 10 years	3
More than 10 years	4
Number of employees rated	Percent
Not Applicable - Not supervisor/manager	86
1 or 2	1
3 to 5	3
6 to 9	4
10 or more	6
Number of moves between Federal agencies in last 10 years	Percent
None	59
One	24
Two	10
Three or more	8
Length of time until eligible to retire voluntarily	Percent
Eligible now	8
1 to 2 years	7
3 to 5 years	10
6 to 8 years	7
More than 8 years	68

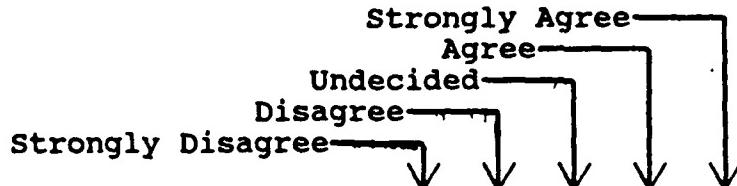
Appendix B
Employee Attitude Items

Work Climate



In general, I like working here.....	4	9	9	56	21
When changes are made in this organization, the employees usually lose out in the end.....	3	25	29	26	16
Overall, this organization is effective in accomplishing its objectives.....	5	13	20	53	9
Employees here feel you can't trust this organization.....	5	23	26	29	16
Employees do not have much opportunity to influence what goes on in this organization....	3	21	18	38	19
Management is flexible enough to make changes when necessary.....	12	28	24	31	4
I care little about what happens to this organization as long as I get a paycheck.....	39	44	7	6	3
People in this organization will do things behind your back.....	3	13	18	41	25
My job is challenging.....	6	16	6	47	25
The work I do on my job is meaningful to me....	5	11	8	53	23
I have a great deal of say over what has to be done on my job.....	7	23	10	44	16
In general, I am satisfied with my job.....	6	19	10	51	14
I have control over how I spend my time.....	2	12	5	62	17
On my job I know exactly what is expected of me.	3	15	14	51	16
My job allows me to achieve personal satisfaction.....	13	18	15	46	9
If I filed a grievance, I would get fair and impartial consideration of my complaint.....	14	19	47	19	2
I understand the mission of my organization....	1	6	8	61	23

Organizational Commitment



It does not make much difference what agency I work for as long as I can work in my chosen profession..... 6 20 14 42 18

What happens to this organization is really important to me..... 3 5 12 55 25

I often think about quitting..... 24 31 11 21 12

It would be very hard for me to leave my job even if I wanted to..... 12 27 12 30 20

I could find a job with another employer with about the same pay and benefits as I have now..... 4 18 27 35 15

Other employers in this area pay more than the government does for the kind of work I am doing..... 2 13 36 29 20

During the next year I will probably look for a new job outside this organization..... 20 32 21 17 10

I have too much at stake in my job to change jobs now..... 9 23 18 28 21

If you are planning to look for another job, how likely is it that you will look:

	Not at all likely	Somewhat likely	Very likely
--	----------------------	--------------------	----------------

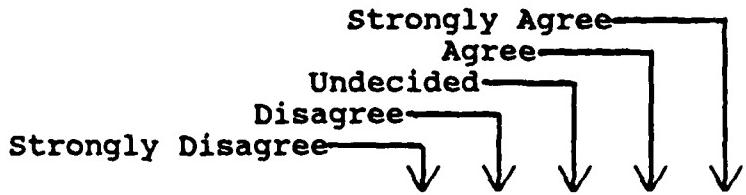
Inside your agency?..... 24.... 4.... 25.... 7.... 39

In another Federal Agency?..... 28.... 7.... 31.... 10.... 24

Outside the Federal government?..... 52.... 9.... 15.... 6.... 18

Performance and Consequences

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
Under the present system, it is very difficult to motivate employees with financial rewards.....	11	27	19	27	16
Pay raises around here depend on how well you perform.....	26	39	13	19	3
Under the present system, supervisors here get few tangible rewards for excellent performance.....	11	27	29	22	11
How much pay I receive depends entirely on how well I perform my job.....	30	44	11	12	3
Under the present system financial rewards are seldom related to employee performance.....	5	28	17	29	21
Pay is administered fairly in this organization.....	16	28	27	26	4
Pay differentials fairly represent real differences in levels of responsibility and job difficulty.....	20	36	18	23	3
My pay level is determined by my individual job performance.....	20	45	14	19	2
My pay is fair considering what other people in this organization are paid.....	19	29	17	33	3
Considering my skills and the effort I put into my work, I am satisfied with my pay.....	22	35	9	30	4
My pay is fair considering what other places in this area pay for the same kind of work....	21	30	20	26	3
Working hard on my job leads to good job performance.....	6	14	18	46	16
Working hard on my job leads to gaining respect from co-workers.....	3	11	15	52	18

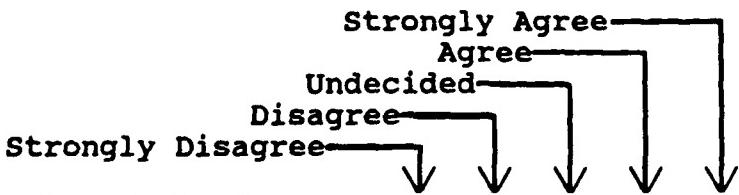


Employees here will be demoted or removed from their positions if they perform their jobs poorly.....	28	37	24	9	2
Employees here will be given more routine work or less work if they perform their jobs poorly.....	7	15	24	40	14
I am satisfied with the way management handles pay.....	14	24	27	29	6
I will have better job security if I perform especially well.....	31	14	34	9	12
All in all, I am satisfied with my pay.....	12	26	12	44	6
All in all, pay is administered very well in this organization.....	10	25	29	33	3
I am satisfied with the recognition I receive for doing a good job.....	18	29	16	31	6

How likely is it that each of these things would happen to you if you perform your job especially well?

	Not at all likely	Somewhat likely	Very likely	
I will be promoted or given a better job if I perform especially well.....	32	14	35	10 10
My own hard work will lead to recognition as a good performer.....	15	8	31	17 28

Affirmative Action and Equal Employment Opportunity



Affirmative action policies have helped advance employment opportunities for women and minorities in this organization..... 6 10 22 41 21

Affirmative action policies have not had an adverse impact on the overall productivity of this organization..... 14 19 30 30 8

Women and minorities receive preferential consideration in hiring and promotions..... 12 21 25 26 16

I have been discriminated against
because of my sex, race, religion,
or handicapping condition..... 33 33 15 11 8

What do you believe is the biggest problem associated with the process of hiring and promoting minorities in your Command?

Percent

Not enough qualified minority candidates 30

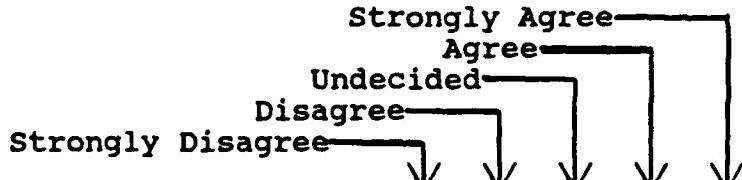
No effective "mechanism" to identify potential candidates 14

General management resistance 14

Other 12

There is no problem

Performance Appraisal



There are adequate procedures to get my performance rating reconsidered, if necessary.....	11	18	38	30	3
There is a tendency for supervisors here to give the same performance ratings regardless of how well people perform their jobs.....	4	23	18	35	21
I understand the performance appraisal system being used in this organization.....	8	16	17	48	11
The current appraisal system requires too much paperwork.....	3	22	29	31	15
Appraisals in this Command generally reflect employees' actual performance.....	19	36	22	19	4
I am satisfied with a Fully Successful rating.	36	37	10	14	2
Summary performance ratings unnecessarily label employees.....	2	17	49	24	8
Performance appraisals do influence personnel actions taken in this organization.....	5	17	26	41	11
My performance appraisal takes into account the most important parts of my job.....	7	15	21	45	12
The standards used to evaluate my performance are fair and objective.....	4	14	29	44	9
Information that I receive about my performance usually comes too late for it to be of any use to me.....	7	34	32	22	5
My performance rating presents a fair and accurate picture of my actual job performance.....	10	21	25	33	11

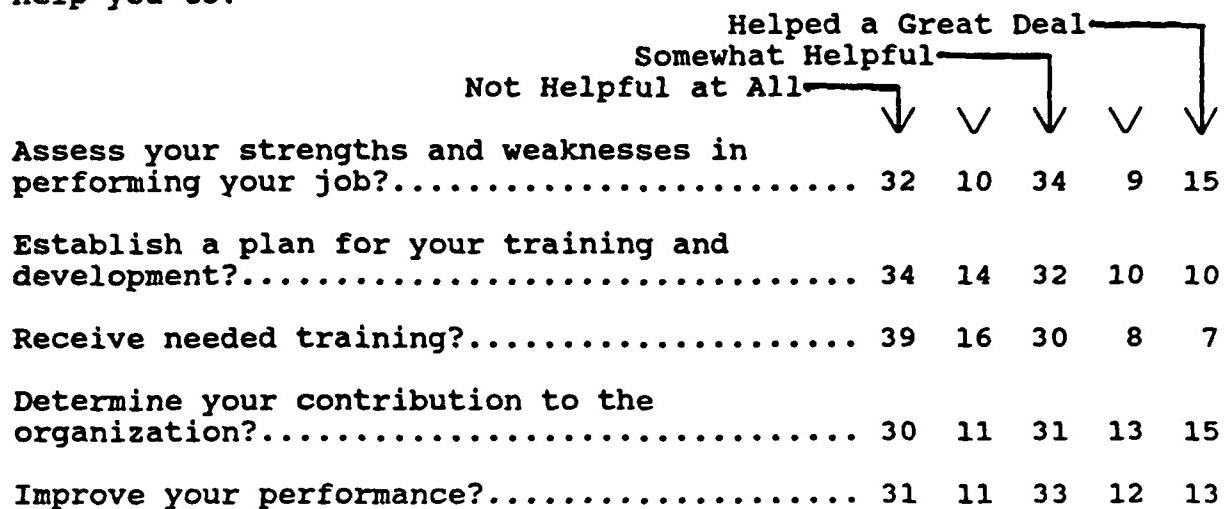
Which of the following statements best describes how the performance elements/objectives and standards for your job were developed?

	Percent
Written jointly by me and my supervisor	10
Mainly written by me, and then reviewed by my supervisor	8
Written by my supervisor, without my review	11
Written by my supervisor, and reviewed by me	34
Written by a third party	21
Don't have performance elements/objectives and standards	3
Don't know	14

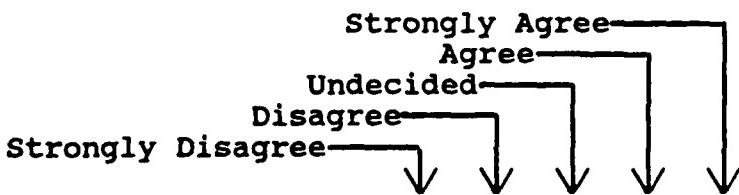
The following statements pertain to changes in performance ratings that sometimes occur during the rating process.

	Percent
The performance rating given to me by my supervisor was approved by a higher-level supervisor.	60
A higher-level supervisor changed the rating given to me by my supervisor, and made it higher.	1
A higher-level supervisor changed the rating given to me by my supervisor, and made it lower.	3
I don't know if the rating given to me by my supervisor was changed.	14
My supervisor has not given me a performance rating.	12
My performance rating was not reviewed by a higher-level supervisor.	2
None of the above.	8

In your opinion, how much did your last performance appraisal help you to:



Training and Development



The training I have received has usually resulted in improved job performance..... 7 18 14 51 9

I need additional formal classroom training to become more effective in my job..... 7 32 15 34 12

I would be willing to devote personal time to obtain a job-related college degree if the Army would fund the costs..... 6 16 17 30 32

Supervisors should be required to complete 40 hours of training in management and supervision annually..... 3 9 16 37 35

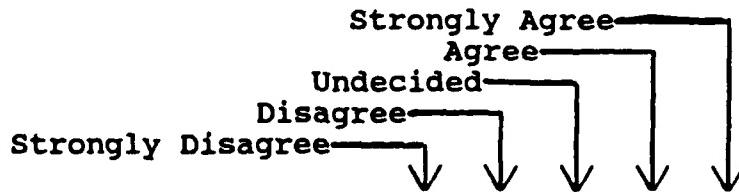
Supervisory training should be made available to an employee before becoming a supervisor... 2 4 6 46 42

There are more opportunities for training for employees in private industry than for employees in this Command..... 7 24 40 18 12

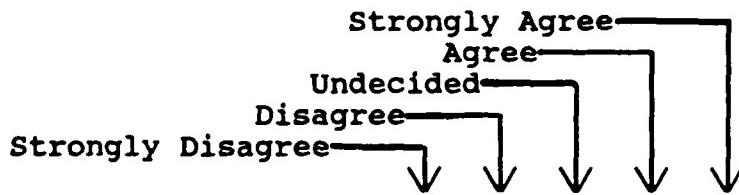
I have all the skills I need in order to do my job..... 2 17 11 50 20

I am given adequate opportunity to participate in training programs..... 12 20 12 47 9

Supervision



Supervisors here cooperate with each other for the attainment of the organization's goals.....	11	26	24	32	6
My Command recognizes supervisors who take the time to develop their subordinate's knowledge, skills, and abilities.....	11	27	37	21	5
Top management generally supports the personnel decisions made by supervisors in this Command.....	6	12	30	41	11
Supervisors here feel their ability to manage is restricted by unnecessary personnel rules and regulations.....	3	11	35	34	16
The top management in this Command is concerned about civilian employees.....	14	24	32	26	4
My job duties are clearly defined by my supervisor.....	7	21	9	51	13
My supervisor encourages me to help in developing work methods and job procedures.....	6	20	12	48	14
My supervisor demands that people give their best effort.....	6	17	14	48	16
My supervisor and I agree on what "good performance" on my job means.....	6	16	20	44	13
My supervisor sets clear goals for me in my present job.....	9	26	18	38	9
My supervisor encourages subordinates to participate in important decisions.....	10	22	17	41	10
My supervisor gives me adequate information on how well I am performing.....	10	24	17	39	9



My supervisor knows the technical parts of his/her job well..... 7 11 15 42 25

My supervisor and I jointly set my performance objectives..... 10 37 15 31 7

My supervisor insists that subordinates work hard..... 7 19 19 44 11

My supervisor works well with people..... 7 14 17 45 17

My supervisor helps me solve work related problems..... 5 17 11 51 17

My supervisor handles the administrative parts of his/her job well..... 8 16 17 44 16

My supervisor discusses with me the specific reasons for the performance rating I receive... 8 21 23 37 11

My supervisor evaluates my performance on things not related to my job..... 12 36 30 15 7

How often do you receive feedback from your supervisor that helps you to improve your performance?

Never	16
Rarely	23
Sometimes	34
Often	21
Always	7

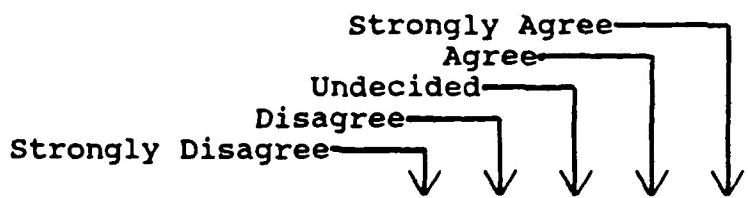
Intrinsic and Extrinsic Motivation

How important are each of the following to you on your job?

	Not Important at All	Somewhat Important	Very Important			
The chances to learn new things on your job?.....	1	1	17	20	61	
The chances to accomplish something worthwhile?.....	0	0	7	16	77	
Getting a feeling of accomplishment from your job?.....	0	0	5	14	80	
Challenging work responsibilities?.....	1	1	12	25	62	
The chances to take part in making decisions... .	1	2	16	25	55	
The amount of freedom you have on your job?.....	1	1	18	27	53	
The amount of job security you have?.....	1	2	17	19	61	
The chances for receiving a performance award?.	5	5	24	19	47	

How important was each of the following factors in your decision to work for the Federal Government?

Salary.....	4	4	36	17	39
Fringe benefits.....	4	4	26	22	44
Challenging work responsibilities.....	5	7	34	21	33
Promotional opportunities.....	2	3	24	25	46
Job security.....	1	3	16	21	59
Opportunity for public service or to have an impact on public affairs.....	24	17	31	12	16
Retirement benefits.....	5	4	21	18	51

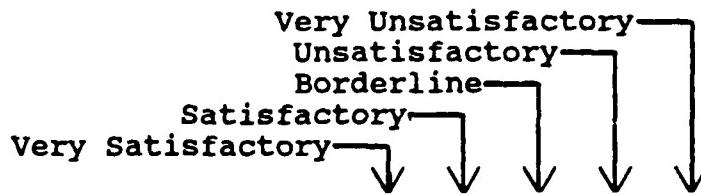


I am satisfied with the chances I have to
learn new things on my job..... 7 24 12 43 13

I am satisfied with my chances of getting a
promotion..... 21 29 14 28 8

I am satisfied with the amount of job
security I have..... 3 5 11 59 22

Physical Work Environment



Eating Facilities.....	17	48	18	7	10
Parking Facilities	6	19	15	17	42
Transportation to and from work.....	10	47	17	12	14
Supplies	7	50	22	11	9
Tools and Equipment.....	5	48	26	13	9
Restrooms.....	7	47	20	13	13
Ventilation.....	4	29	22	18	27
Air Conditioning.....	6	36	22	16	20
Heating.....	6	42	23	14	16
Lighting.....	8	54	20	9	9
Size of working area.....	5	29	19	19	27
Sanitation or cleanliness of worksite.....	6	44	26	12	12
Health services and first aid facilities...11	59	18	5	6	
Overall Working Conditions.....	5	48	31	9	7

Appendix C
Office of Personnel Management Scales

Table C - 1

Percentage of Employees Responding Unfavorably and Favorably to the OPM Job Satisfaction Scale

Questionnaire Items	Unfavorable	Favorable
In general, I like working here.	13	77
In general, I am satisfied with my pay.	25	65
Average:	19	71

Table C - 2

Percentage of Employees Responding Unfavorably and Favorably to the OPM Turnover Intent Scale

Questionnaire Items	Unfavorable	Favorable
I often think about quitting.	33	55 R
During the next year I will probably look for a new job outside this organization.	27	52 R
Average:	30	54

Table C - 3

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Locking In Scale

Questionnaire Items	Unfavorable	Favorable
It would be very hard for me to leave my job even if I wanted to.	39	50
I could find a job with another employer with about the same pay and benefits as I have now.	50	22 R
I have too much at stake in my job to change jobs now.	32	49
Average:	40	40

Table C - 4

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Organizational Involvement Scale

Questionnaire Items	Unfavorable	Favorable
What happens to this organization is really important to me.	8	80
I care little about this organization.	9	83 R
Average:	9	82

Table C - 5

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Expectancy Scale

Questionnaire Items	Unfavorable	Favorable
Working hard on my job leads to good job performance.	20	62
Working hard on my job leads to gaining respect from co-workers.	14	70
Average:	17	66

Table C - 6

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Satisfaction with Promotions Scale

Questionnaire Items	Unfavorable	Favorable
Pay raises around here depend on performance.	65	22
I am satisfied with my chances of getting a promotion.	50	36
I will be promoted if I perform well.	46	20
Average:	54	26

Table C - 7

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Organizational Influence Scale

Questionnaire Items	Unfavorable	Favorable
When changes are made in this organization, the employees usually lose out in the end.	42	28 R
Employees do not have much opportunity to influence what goes on in this organization.	57	24 R
Average:	50	26

Table C - 8

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Control over Work Scale

Questionnaire Items	Unfavorable	Favorable
I have the authority I need to accomplish my work objectives.	27	61
In this organization, authority is clearly delegated.	37	47
I have a great deal of say over what has to be done on my job.	30	60
I have control over how I spend my time working.	15	79
Average:	27	62

Table C - 9

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Organizational Climate Scale

Questionnaire Items	Unfavorable	Favorable
Employees here feel you can't trust this organization.	45	28 R
Management is flexible enough to make changes when necessary.	40	35
In this organization, authority is clearly delegated.	37	47
People in this organization will do things behind your back.	66	16 R
Average:	47	32

Table C - 10

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Production Orientation Scale

Questionnaire Items	Unfavorable	Favorable
My supervisor demands that people give their best effort.	28	64
My supervisor insists that subordinates work hard.	26	55
Average:	27	60

Table C - 11

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Participation Scale

Questionnaire Items	Unfavorable	Favorable
My supervisor encourages subordinates to participate in important decisions.	32	51
My supervisor and I jointly set my performance objectives.	47	38
Average:	40	45

Table C - 12

Percentage of Employees Responding Unfavorably and Favorably
to the OPM General Supervision Scale

Questionnaire Items	Unfavorable	Favorable
My job duties are clearly defined by my supervisor.	28	64
My supervisor encourages me to help in developing work methods and job procedures.	26	62
My supervisor sets clear goals for me in my present job.	35	47
My supervisor helps me solve work- related problems.	22	68
My supervisor handles administration well.	24	60
On my job, I know exactly what is expected of me.	18	67
Average:	26	61

Table C - 13

**Percentage of Employees Responding Unfavorably and Favorably
to the OPM Satisfaction with Performance Appraisal Scale**

Questionnaire Items	Unfavorable	Favorable
There is a tendency for supervisors here to give the same performance ratings regardless of how well people perform their jobs.	56	27 R
I understand the performance appraisal system being used in this organization.	24	59
Performance appraisals do influence personnel actions actions taken in this organization.	22	52
My supervisor and I agree on what "good performance"on my job means.	22	57
My supervisor gives me adequate information on how well I am performing.	34	48
The standards used to evaluate my performance are fair and objective.	18	53
My performance rating presents a fair and accurate picture of my actual job performance.	31	44
Average:	30	49

Table C - 14

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Reconsideration Scale

Questionnaire Items	Unfavorable	Favorable
There are adequate procedures to get my performance rating reconsidered, if necessary.	16	62
In general, disciplinary actions taken in this organization are fair and justified.	33	33
If I were subject to an involuntary personnel action, I believe my command would adequately inform me of my grievance and appeal rights.	30	43
Employees here take full advantage of their grievance and appeal rights.	27	39
Average:	27	44

Table C - 15

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Supervisory Authority Scale

Questionnaire Items	Unfavorable	Favorable
I have enough authority to remove people from their jobs if they perform poorly.	56	30
I have enough authority to hire competent people when I need them.	50	38
I have enough authority to promote people.	43	44
I have enough authority to determine my employee's pay.	70	16
Average:	55	32

Table C - 16

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Pay Satisfaction Scale

Questionnaire Items	Unfavorable	Favorable
Considering my skills and the effort I put into my work, I am satisfied with my pay.	57	34
All in all, I am satisfied with my pay.	38	50
Average:	48	42

Table C - 17

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Internal Equity Scale

Questionnaire Items	Unfavorable	Favorable
Pay is administered fairly in this organization.	44	30
My pay is fair considering what other people in this command are paid.	48	36
Average:	46	33

Table C - 18

Percentage of Employees Responding Unfavorably and Favorably
to the OPM External Equity Scale

Questionnaire Items	Unfavorable	Favorable
My pay is fair considering what other places in this area pay for the same kind of work.	51	29
Other employers in this area pay more than the Government does for the kind of work I am doing.	49	15
Average:	50	22

Table C - 19

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Pay Administration Satisfaction Scale

Questionnaire Items	Unfavorable	Favorable
Pay is administered fairly in this organization.	44	30
I am satisfied with the way management handles pay.	38	35
All in all, pay is administered very well in this organization.	35	36
Average:	39	34

Table C - 20

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Pay-Performance Linkage Scale

Questionnaire Items	Unfavorable	Favorable
Pay raises around here depend on how well you perform.	65	22
How much pay I receive depends entirely on how well I perform my job.	74	15
My pay level is determined by my individual job performance.	65	21
I will be promoted if I perform especially well.	46	20
My own hard work will lead to recognition as a good performer.	23	45
I will have better job security if I perform especially well.	45	21
Average:	53	24

Table C - 21

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Job Satisfaction Scale

Questionnaire Items	Unfavorable	Favorable
My job is challenging.	22	72
The work I do on my job is meaningful to me.	16	76
I am satisfied with the chances I have to learn new things on my job.	31	56
My job allows me to achieve personal satisfaction.	31	55
Average:	25	65

Table C - 22

Percentage of Employees Responding Unfavorably and Favorably
to the OPM Extrinsic Reward Satisfaction Scale

Questionnaire Items	Unfavorable	Favorable
Considering my skills and the effort I put into my work, I am satisfied with my pay.	57	34
I am satisfied with my chances of getting a promotion.	50	36
All in all, I am satisfied with my pay.	38	50
My job allows me to achieve the material rewards I want.	42	36
Average:	47	39